

Message Text

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P 011039Z FEB 78
FM AMEMBASSY THE HAGUE
TO SECSTATE WASHDC PRIORITY 1977
INFO USMISSION USBERLIN PRIORITY
AMEMBASSY BONN PRIORITY
AMEMBASSY BRUSSELS
AMCONSUL FRANKFURT
AMEMBASSY OSLO
USMISSION GENEVA
DEA HQS WASHDC
AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 1 OF 4 THE HAGUE 0523

PARIS FOR DEA

E.O. 11652: GDS
TAGS: SNAR
SUBJECT: NAGCOTICS: VISIT OF DOGOLOFF TEAM

REF: STATE 7327

1. THE FOLLOWING BRIEFING PAPER IS IN RESPONSE TO QUESTIONS
IN REFTTEL.

2. CURRENT DRUG ABUSE PROBLEM AND RESPONSE, ABUSE PATTERN,
DIMENSIONS OF HEALTH AND MEDICAL RESOURCES.

DRUG ABUSE IN THE NETHERLANDS IS SERIOUS AND BECOMING WORSE
BUT RELIABLE ESTIMATES OF THE EXTENT ARE HAMPERED BY
POOR STATISTICS.

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THE DRUGS OF ABUSE ARE HASHISH, AMPHETAMINES AND HEROIN
WITH COCAINE BECOMING POPULAR. (ALCOHOL, HOWEVER, REMAINS
THE NUMBER ONE DRUG.)

SUPPLY INDICATORS SUCH AS ARRESTS AND SEIZURES HAVE
RISEN DRAMATICALLY SINCE DRUG ABUSE BECAME AN ACUTE

PROBLEM IN THE EARLY SEVENTIES. PRICES HAVE STAYED CONSISTENTLY LOW RELATIVE TO OTHER COUNTRIES. ON THE DEMAND SIDE, ALL INSTITUTIONS FOR CARE HAVE EXPERIENCED A CLEAR INCREASE IN THE NUMBER OF CLIENTS AND PUBLIC SURVEYS POINT TO WIDENING USE.

SOME ILLUSTRATIVE STATISTICS: DRUG ARRESTS TRIPLED FROM 1970 (1,074) TO 1977 (3,699). SEIZURES OF HASHISH ROSE FROM 258 KILOGRAMS IN 1970 TO 22.8 TONS IN 1977; OF AMPHETAMINES, FROM NOTHING IN 1970 TO 137.5 KILOGRAMS OF POWDER AND 224,500 TABLETS IN 1977; AND OF HEROIN, FROM NOTHING IN 1970 AND 50 GRAMS IN 1971 TO 195.7 KILOGRAMS IN 1977. THE NUMBER OF GENERAL HOSPITAL ADMISSIONS WHERE DRUG DEPENDENCE IS THE PRIMARY DIAGNOSIS ROSE FROM 17.9 PER 100,000 IN 1970 TO 26.8 IN 1975. SURVEYS OF SECONDARY SCHOOL STUDENTS TAKEN AT THREE YEAR INTERVALS SHOW THAT IN AMSTERDAM, WHERE THE PROBLEM BEGAN AND IS STILL THE MOST ACUTE, THE PERCENTAGE OF THOSE WHO HAD EVER USED NARCOTICS, STIMULANTS OR PSYCHEDELIC DRUGS WAS 16.9 IN 1969, 26.0 IN 1971 AND 28.3 IN 1973.

THE INADEQUACY OF THE STATISTICS HAS SEVERAL CAUSES. ONE IS THE RECENCY OF THE BASES, WHICH UNDERMINES THEIR VALUE FOR PROJECTING TRENDS. A SECOND IS THE FAILURE TO DISAGGREGATE, WHICH MASKS SPECIFIC PROBLEMS. A THIRD IS DELAY IN PUBLICATION, WHICH SLOWS ANALYSIS AND CONFIDENTIAL

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RESPONSE. A FOURTH IS THE TOTAL ABSENCE OF CERTAIN STATISTICS, SUCH AS OVERDOSES.

IN RESPONDING TO THE DRUG ABUSE PROBLEM, THE GOVERNMENT HAS AVOIDED ACTING ON THE USUAL IMPULSE OF A COUNTRY WHEN THE PROBLEM REACHES THE ACUTE STAGE. IT HAS NOT STARTED CRASH PROGRAMS, THROWN MONEY AROUND OR MADE COSTLY MISTAKES. IT HAS IN FACT LEFT THE INITIATION OF DEMAND REDUCTION PROGRAMS TO LOCAL AND REGIONAL GOVERNMENTS, SUSTAINING THEM WITH FUNDS AFTER THEY WERE UNDER WAY.

THE BASIC PHILOSOPHY OF THE GOVERNMENT TOWARD DRUGS IS SIMPLE: PREVENT UNACCEPTABLE RISKS OF DRUG USE RATHER THAN DRUG USE ITSELF, AND ATTACK BOTH THE RISKS AS WELL AS THE SOCIETAL PROBLEMS THAT ARE ROOT CAUSES.

THE FIRST MAJOR GOVERNMENT STATMENT ON DEMAND REDUCTION WAS AN ATTEMPT TO RATIONALIZE THE ASSISTANCE PROGRAMS WHICH HAD GROWN UP OVER THE YEARS. IN A NOTE TO PARLIAMENT IN MARCH 1977, THE GOVERNMENT SAID THAT IT WOULD CONTINUE FOR ANOTHER THREE OR FOUR YEARS TO ALLOW EXISTING

LOCAL AND REGIONAL PROGRAMS TO DEVELOP EMPIRICALLY,
MEANWHILE EVALUATING THEM, PROVIDING CONTRAL FINANCING
AND COORDINATION AND WORKING TOWARD EVENTUAL

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C O N F I D E N T I A L SECTION 2 OF 4 THE HAGUE 0523

PARIS FOR PRO DEA

INCORPORATION OF THE SUCCESSFUL ELEMENTS INTO THE NATIONS
PERMANENT SOCIAL WELFARE SYSTEM. THE NOTE MADE AN INVENTORY
OF EXISTING INSTITUTIONS AND RECOMMENDED GOVERNMENT INITIA-
TIVES TO FILL GAPS.

THE GOVERNMENT'S GOAL IS A FULL RANGE OF ASSISTANCE,
FROM STREET-CORNER WORKERS AND RECEPTION CENTERS THROUGH
METHADONE TREATMENT, DETOXIFICATION AND HOSTITALIZATION OR
PSYCHIATRIC CARE WHERE NECESSARY, TO HALF-WAY HOUSES AND
"ALTERNATIVE" ASSISTANCE SUCH AS FINDING JOBS AND HOUSING.
OTHER STEPS THAT HAVE BEEN TAKEN BY THE GOVERNMENT TO GET
THE MEASURE OF THE DRUG ABUSE PROBLEM OR TO FILL GAPS IN THE
TREATMENT SYSTEM ARE:

- A STUDY OF ASSISTANCE TO HIGH-RISK GROUPS SUCH AS YOUNG
SURINAMERS:

-A LOOK AT THE PROBLEMS OF ADDICTS IN JAILS;

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- A REPORT ON HEROIN AND METHADONE MAINTENANCE;
- A SERIES OF EPIDEMIOLOGICAL SURVEYS; AND
- A PROGRAM TO TRAIN THERAPISTS TO TREAT ADDICTION.

ONE PROJECT HAS BEEN DELAYED BY LEGAL OBJECTIONS.
A PROGRAM TO REGISTER HEROIN ABUSERS THAT WAS TO HAVE
BEGUN EXPERIMENTALLY IN 1976 WAS BLOCKED BY A DISPUTE OVER
POSSIBLE USE OF THE DATA BY PROSECUTORS, DESPITE ASSURANCES
THAT THE DATA WOULD BE CODED TO PROTECT PRIVACY.

3. TRAFFICKING PROBLEM AND ENFORCEMENT CAPACITY.
THE CRUX OF THE TRAFFICKING PROBLEM IS THAT MORE NARCOTICS
FLOW INTO THE NETHERLANDS THAN THE LOCAL MARKET JUSTIFIES.
THE SURPLUS FEEDS A LARGER MARKET THROUGHOUT EUROPE, AS FAR
AS ISRAEL, CANADA AND THE U.S. ALTHOUGH THE TRAFFIC FROM THE
NETHERLANDS TO GERMANY SEEMED TO DIMINISH LAST YEAR BECAUSE
OF TRAFFICKING CARRIED ON BY TURKISH NATIONALS TO GERMANY,
OTHER EUROPEAN COUNTRIES REMAIN CUSTOMERS OF DUTCH-BASED
SUPPLIERS.
THE DRUGS MOST READILY AVAILABLE ARE NUMBER THREE HEROIN FROM
SOUTHEASTERN ASIA AND HASHISH FROM THE MIDDLE EAST AND NORTH
AFRICA. THE NETHERLANDS WAS A LARGE PRODUCER OF AMPHETAMINES
UNTIL THE POLICE CLOSED DOWN SIX ILLICIT FACTORIES LAST YEAR,
BUT AMPHETAMINES ARE STILL IN AMPLE SUPPLY.
THE TRAFFICKERS ARE EITHER WELL-ESTABLISHED ORGANIZATIONS
OR INDEPENDENTS. THE SOUTHEAST ASIAN HEROIN TRADE WAS
DOMINATED BY HONG KONG CHINESE UNTIL 1975, WHEN SINGAPORE AND
MALAYSIAN CHINESE MUSCLED IN. THE HONG KONG CHINESE STILL
PROVIDE MOST OF THE CAPITAL AND OWN AND OPERATE THE LEGITIMATE
BUSINESSES THAT ARE A FRONT FOR THE ILLICIT TRADE. THE SINGAPORE AND
MALAYSIAN CHINESE MAKE THE PURCHASES IN THE GOLDEN TRIANGLE,
RECRUIT AND DIRECT THE COURIERS AND OVERSEE THE ACTUAL
SALES.
RECENTLY EUROPEANS AND PARTICULARLY DUTCH HAVE TAKEN ADVANTAGE

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OF THE COMPETITION AMONG THE CHINESE TO ESTABLISH THEIR OWN
SOURCES OF SUPPLY IN SOUTHEAST ASIA, HANDLING ALL ASPECTS
FROM SMUGGLING TO SALES.
WE HAVE LONG SUSPECTED THAT THE SHORTAGE OF MEXICAN HEROIN
WOULD EVENTUALLY CAUSE U.S. TRAFFICKERS TO COME TO THE NETHERLANDS
FOR ALTERNATIVE SOURCES. NOW EVIDENCE FROM A CASE WHICH BROKE
LAST NOVEMBER SHOWS THAT SUCH TRADE HAS BEEN TAKING PLACE
REGULARLY SINCE AT LEAST 1974. THE BUYERS ARE MAJOR BLACK
HEROIN TRAFFICKERS FROM THE EAST AND WEST COASTS WHO MADE THE
AMSTERDAM-NEW YORK ROUTE INTO A VIRTUAL MILK-RUN FOR MULTI-
KILO LOADS. THREE OTHER ORGANIZATIONS STRETCHING AS FAR

INLAND AS DETROIT HAVE BEEN UNCOVERED.
ALTHOUGH A SIZABLE COMMUNITY OF TURKS WORKS IN THE NETHERLANDS,
NO EVIDENCE EXISTS OF THEIR TRAFFICKING IN HEROIN LIKE THEIR
COUNTRYMEN IN GERMANY. TURKS AND OTHER NATIONALITIES HAVE
BEEN INVOLVED, HOWEVER, IN THE TRADE IN HASHISH WHICH COMES
BY SHIP FROM NORTH AFRICA OR BY TIR TRUCKS FROM TURKEY.
COCAINE IS EXPENSIVE BUT AVAILABLE. WE ARE CONCERNED

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PARIS FOR PRO DEA

BECAUSE AMERICAN SEEM TO BE COMING HERE TO BUY IT. WE MAY SEE
THE NETHERLANDS EMERGE AS A TRANSSHIPMENT POINT FOR COCAINE
FROM LATIN AMERICA TO THE U.S.
AGAINST THIS SIZABLE TRAFFICKING PROBLEM, CAPACITY OF DUTCH
LAW ENFORCEMENT TO COPE WITH THE SITUATION IS SEVERELY
LIMITED. THE DUTCH POLICE HAVE LITTLE EXPERIENCE. THEY ARE
UNDERMANNED. THEY DO NOT YET AND PROBABLY NEVER WILL HAVE
A FULLY FUNCTIONING INTELLIGENCE SYSTEM. AND THEY TENDED UNTIL
RECENTLY TO CONCENTRATE ON ARRESTING LOW-LEVEL TRAFFICKERS
AT THE EXPENSE OF BUILDING UP CASES AGAINST THE NARCOTICS
BOSSSES.
STILL,THE NETHERLANDS GOVERNMENT HAS TAKEN CONSTRUCTIVE STEPS
IN THE LAST FEW YEARS:

-- IT ESTABLISHED A NATIONAL NARCOTICS UNIT TO COLLECT AND
DISSEMINATE INTELLIGENCE.
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--IT PASSED AMENDMENTS TO THE NARCOTICS LAW, RAISING MAXIMUM
PENALTIES TO 12 YEARS IMPRISONMENT(ALTHOUGH THIS HAS BEEN
LITTLE USED SO FAR).
--IT ADDED 50 NEW POLICEMEN TO LOCAL NARCOTICS UNITS IN THE
15 LARGEST CITIES.
--IT IMPROVED LAW ENFORCEMENT TRAINING WITH U.S. ASSISTANCE.
--AND IT EXPELLED SUBSTANTIAL NUMBERS OF CHINESE ILLEGALLY
RESIDENT IN THE NETHERLANDS.
BUT THE NARCOTICS MARKET IS NOT YET UNDER CONTROL.
CONSTRAINTS TO FURTHER PROGRESS ARE:
--THE ABSENCE OF A CONSPIRACY LAW.
--THE TRADITION OF SHORT PRISON SENTENCES:
--THE GOVERNMENT'S PROGRAM TO RESTRAIN THE GROWTH OF PUBLIC
EXPENDITURES: AND
--THE SHEER DIFFICULTY OF POLICING ROTTERDAM, THE WORLD'S
BUSIEST PORT, ON THE NETHERLANDS OPEN BORDER WITH BELGIUM.

4. FOREIGN ASSISTANCE BEING OFFERED IN DRUG CONTROL AND
THE RECORD OF THE NETHERLANDS IN INTERNATIONAL COOPERATION
ON DRUG PROBLEMS.
IN 1977 THE NETHERLANDS BOWED TO STRONG PRESSURE FROM THE U.S.
TO CONTRIBUTE TO THE UN FUND FOR DRUG ABUSE CONTROL BY MAKING
AVAILABLE FROM DEVELOPMENT FUNDS A SUM OF 1,250,000 GUILDERS
ROUGHLY (\$500,000) TO BE SUED BY THE UN DEVELOPMENT
PROGRAM FOR IMPLEMENTING A PROJECT DEVELOPED BY THE UNFUNDAC
IN COOPERATION WITH BADA KHASHAN PROVINCE IN NORTHERN AFGHANISTAN.
THIS ROUNDABOUT CONTRIBUTION REFLECTED STRONG OPPOSITION TO
THE UNFUNDAC BY FORMER DEVELOPMENT COOPERATION MINISTER PRONK
AND OTHER GOVERNMENT OFFICIALS. NEVERTHELESS, PRONK DID PERMIT
UNFUNDAC'S DIRECTOR GENERAL TO ANNOUNCE THAT THE SUM WAS A
CONTRIBUTION TO THE FUND AND TOLD HIM THAT IF THE TEST CASE
WERE SUCCESSFUL HE WOULD BE PREPARED NEXT TIME TO CONSIDER
A DIRECT CONTRIBUTION.
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IN FACT, A SMALL CONTRIBUTION HAS BEEN MADE ON A CONTINUING
BASIS FOR SEVERAL YEARS, IN THE FORM OF A PAYMENT FOR
SUBSCRIPTIONS TO THE MAGAZINE "DRUG DEPENDENCE," WHICH IS
PUBLISHED IN THE NETHERLANDS.
WE ARE AWARE OF NO OTHER FOREIGN ASSISTANCE BY THE DUTCH IN
DRUG CONTROL.
THE RECORD OF THE NETHERLANDS IN INTERNATIONAL COOPERATION,

HOWEVER, IS NOT AS BLEAK AS THE ABOVE. THE NETHERLANDS

PARTICIPATES IN THE FOLLOWING ORGANIZATIONS:

--THE UN NARCOTIC DRUGS COMMITTEE:

-THE "POMPIDOU INITIATIVE";

-INTERPOL; AND

-THE CUSTOMS COOPERATION COUNCIL.

IT HAS ALSO PARTICIPATED IN MEETINGS SUCH AS:

-THE TRIPARTITE DISCUSSIONS WITH THE U.S. AND CANADA;

-PERIODIC DISCUSSIONS LED BY THE GERMANS;

-THE FOURTH MEETING OF OPERATIONAL HEADS OF NATIONAL LAW
ENFORCEMENT AGENCIES LAST FALL INPATTAYA;

AND

-DEA -ORGANIZED IDEA CONFERENCES, ONEOF WHICH IT CO-HOSTED
LAST SEPTEMBER IN AMSTERDAM.

IN ADDITION IT HAS PERMITTED THE OPERATION HERE AND
WORKED CLOSELY WITH THE DEA DISTRICT OFFICE, HAS
COOPERATED WITH AND ALLOWED THE STATIONING IN THE
NETHERLANDS OF MEMBERS OF THE US 42ND MILITARY POLICE
DETACHMENT TO CONTROL SMUGGLING BY US FORCES, HAS
EXCHANGED VISITS WITH THE US AND OTHER COUNTRIES, HAS
ACCEPTED DEA AND CUSTOMS TRAINING AND HAS ALLOWED OTHER
NATIONS SUCH AS CANADA AND SWEDEN TO STATION NARCOTICS
OFFICERS IN THE NETHERLANDS.

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PARIS FOR DEA

ONE INITIATIVE UNDERTAKEN AT US URGING, THE STATIONING OF A DUTCH LAW ENFORCEMENT OFFICER IN BANGKOK, IS THREATENED BY ITS OWN SUCCESS. THE ONE OFFICER HAS BEEN KEPT SO BUSY THAT HE HAS THREATENED TO RESIGN UNLESS HE IS GIVEN AN ASSISTANT.

DESPITE THIS LONG LIST OF ACTIVITIES, IT MUST BE SAID THAT THE DUTCH RECORD IS SPOTTY, BETRAYING A LACK OF CLARITY AND CONFLICTING MOTIVES OVER WHAT THE NETHERLANDS CAN AND SHOULD DO TO COOPERATE INTERNATIONALLY.

5. PRINCIPAL DUTCH GOVERNMENT OFFICIALS CURRENTLY DEALING WITH SUPPLY AND DEMAND REDUCTION.

THE STRONGEST SUPPORTER OF THE DUTCH DRUG PROGRAM IN CONFIDENTIAL

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THE LAST GOVERNMENT, FORMER JUSTICE MINISTER VAN AGT, IS NOW PRIME MINISTER. ALTHOUGH HE DOES NOT HAVE ANY OPERATIONAL RESPONSIBILITY FOR DRUGS NOW, WE BELIEVE HE WILL CONTINUE TO SUPPORT DRUG ABUSE PROGRAMS.

THE COORDINATION OF GOVERNMENT POLICY IS ASSIGNED TO THE MINISTER OF PUBLIC HEALTH. THE NEW INCUMBENT, LEENDERT GINJAAR, IS AN UNKNOWN QUANTITY. ON THE OTHER HAND, HIS DEPUTY, STATE SECRETARY MRY ELA VEDER, A FORMER MEMBER OF THE SECOND CHAMBER OF PARLIAMENT, CHAIRED THAT BODY'S SPECIAL COMMITTEE WHICH CONSIDERED THE 1976 AMENDMENTS TO THE DRUG LAW. WE EXPECT HER TO BE A STRONGLY OF OURS IN HER NEW JOB.

THE PUBLIC HEALTH MINISTRY'S DAY TO DAY JOB OF COORDINATION IS DONE BY THE INTERDEPARTMENTAL STEERING GROUP. IT IS HEADED BY THE DIRECTOR GENERAL FOR PUBLIC HEALTH, J. VAN LONDEN, WHO DELEGATES MOST OF HIS TASKS TO THE SECRETARY OF THE STEERING GROUP, ROBBERT J. SAMSOM. SAMSOM IS WELL AND FAVORABLE KNOWN TO HIGH LEVEL US GOVERNMENT OFFICIALS

THE MEMBERSHIP OF THE STEERING GROUP INCLUDES WORKING-LEVEL OFFICIALS OF THE MINISTRIES OF PUBLIC HEALTH, JUSTICE, CULTURE, RECREATION SOCIAL AFFAIRS AND FOREIGN AFFAIRS.

THE MINISTER OF JUSTICE, JACOB DE RUITER, HAS NO EXPERIENCE WITH DRUG ABUSE PROGRAMS. HE WAS RECEPTIVE, HOWEVER, TO A SUGGESTION BY THE AMBASSADOR THAT HE VISIT

THE US TO MEET HIGH-LEVEL OFFICIALS OF ODAP, NIDA,
DEA AND STATE.

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HE ALSO ACTED PROMPTLY TO INFORM HIMSELF AFTER THE
AMBASSADOR RAISED HIS CONCERNS OVER ROTTERDAM AS A PORT OF ENTRY.

THE MINISTER OF CULTURE, RECREATION & SOCIAL AFFAIRS
IS MRY TIL J.M.F. GARDENIERS, ANOTHER UNKNOWN QUANTITY.

THE MINISTER OF FOREIGN AFFAIRS, CHRIS VAN DER KLAAUW,
IS NOT KNOWN TO HAVE ANY VIEWS ON DRUG ABUSE POLICY.

NEITHER IS THE DEVELOPMENT COOPERATION MINISTER,
JAN DE KONING, A MINISTER-WITHOUT PORTFOLIO WITHIN THE
FOREIGN MINISTRY.

6. ISSUES DOGOLOFF MIGHT RAISE.

--WHETHER THE NETHERLANDS WILL CONTRIBUTE FURTHER
TO THE UNFDAC.

--WHETHER THE DUTCH GOVERNMENT HAS STUDIED HOW MUCH
DRUG ABUSE COSTS THE NETHERLANDS IN LAW ENFORCEMENT,
TREATMENT, TAX EVASION, ILLICIT FINANCING AND SOCIALLY
(HOURS OF WORK LOST, BROKEN FAMILIES, ETC.).

--WHETHER THE GOVERNMENT IS SATISFIED THAT IT IS
DOING WNOUGH TO COMBAT DRUG ABUSE.

7. TALKING POINTS.

A. EXPLAIN WHAT YOU HAVE IN MIND BY IDENTIFYING A
SINGLE POINT OF CONTACT WITHIN THE DUTCH GOVERNMENT FOR
ALL DRUG ABUSE DISCUSSIONS.

B. DESCRIBE THE SIGNIFICANCE THE US ATTACHES TO THE
NETHERLANDS IN INTERNATIONAL COOPRATION FOR SUPPLY AND
DEMAND REDUCTION.

C. PROVIDE YOUR ASSESSMENT OF THE DRUG SITUATION
IN THE US ANDHIN EUROPE, DRAWING FOR THE LATTER ON
WHAT YOU LEARNED IN GERMANY AND NORWAY.

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